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THE GOVERNMENT OF THE PROVINCE OF ALBERTA PUBLIC SERVICE COMMISSIONER

ADDRESS ALL COMMUNICATIONS TO:
THE PUBLIC SERVICE COMMISSIONER
TERRACE BUILDING
EDMONTON, ALBERTA

The Honourable Raymond A. Speaker, Minister for Personnel Administration.

Honourable Sir:

I have the honour to submit herewith my report for the year ended December 31, 1968.

Some of the highlights of the year were:

- implementation of a voluntary Group Life Insurance Plan with the Government contributing a portion of the employee's premium
- improvement of our liaison with other Governments in Canada regarding the exchange of salary and classification data
- passage of a revised Public Service Act and the associated Crown Board and Agencies Employee Relations Act
- our participation in a major careers fair for high school students, counsellors and parents, at the Sportex Building in Edmonton
- the introduction of training programs for supervisors on the problem of alcoholism
- the introduction of one-week residential Executive Development programs
- the categorization of wage personnel according to conditions of employment

These and other developments in the personnel program are outlined and reviewed more fully in this report.

Respectfully submitted,

PUBLIC SERVICE COMMISSIONER

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STAFFING FOR PERSONNEL

During the past few years the demand for trained persons in the personnel field has been high. As a result it has been difficult to retain such persons against competitive offers and to recruit suitable replacements.

In 1966 and 1967, personnel staff underwent a high degree of turnover due to retirements, transfers and promotions to other government departments and losses to other employers. This turnover coincided with a period of growth in the public service which necessitated additions to our own staff-During 1968, we mounted an extensive recruitment campaign which enabled us to fill 10 of the 12 vacancies with employees who ranged from new graduates to men with several years experience. Thus, much attention has been given during the year to the orientation and training of these new employees.

By the end of 1968, at a time when our staff position was reasonably settled, we became aware of 4 pending transfers to other government departments. Graduates working in this office receive a basic preparation in public administration which makes it inevitable and desireable that they should move to responsible administrative positions throughout the public service. Thus, it appears that, despite the current reduction in the growth rate of the public service, we will have to devote continued attention to the recruitment and training of new recruits for this office.

Personnel staff in departments is also being strengthened. All major departments have at least one full-time personnel officer thus making it possible for us to introduce a new class series of Department Personnel Officer. The acquisition of competent personnel staff in departments is a basic prerequisite to our plans for decentralization and this throws an additional workload upon our internal training facilities.

In summation it appears that 1969 may afford us the opportunity to bring the staffing of the personnel function to an adequate level. This will permit us to devote greater emphasis to decentralization of personnel decision-making and to developing areas such as training and employee relations, while still maintaining standards in such areas as recruitment and classification which are tied more directly to the operating requirements of departments.

PUBLIC SERVICE ACT 1968

A new Public Service Act was passed by the Legislature during 1968 and took effect upon July 1st.

The main reasons for re-writing the Act were:

- a removal of the provisions concerning negotiations between the Civil Service Association and Boards and Agencies of the Crown into The Crown Boards and Agencies Employee Relations Act. This eliminated confusion arising from the different definitions of "employee" in the two parts of the old act.
 - to give greater freedom to the Government in delegating many personnel decisions to departments.
 - removal of procedural requirements for selection processes rendered obsolete by changes in the employment market.
 - to provide a better definition of the policies and principles behind the statutory procedures.
 - re-writing of sections concerning salary determination, regulations setting and the functions of the Joint Council to conform to practices necessitated by the 1965 amendment which introduced collective negotiations to the public service.

Other important features of the new Act are:

- provision for departments to express their views on salary determination for positions outside the scope of a negotiated agreement.
- pre-designation as to whether positions may be filled by in-service promotion, or limited, departmental or open competition, thus giving greater recognition to a career service and eliminating many routine requests for exemption from competition.
- limitation of the Commissioner's role in selection to certification of candidates from outside the public service, and declaration of the department's right to make final selection from a number of certified applicants.
- provision for a code of conduct and ethics.
- inclusion of prohibitions regarding dealings in crown lands, this replaced The Prohibition Against Dealing in Crown Lands Act.

- changed composition of the negotiating committee to contain appointed rather than elected officials on the Government side, thus giving more meaning to the Association's right of final appeal to the Executive Council and permitting more time and flexibility in the negotiating process.
- clarification of the right of wage employees to negotiate with the Government.

Due to the number of changes and our own staff shortages the full effect of these changes had not been felt by the end of 1968.

NEGOTIATIONS STUDY COMMITTEE

Just prior to the 1968 Legislature, the Association requested that the Government consider an amendment to the revised Public Service Act and the proposed Crown Agencies Employee Relations Act, which would provide for compulsory arbitration of disputes arising from negotiations. The Government, while not prepared to incorporate this amendment in the Act at that late date, did however, advise the Association that the matter was not closed and the request would become the terms of reference for a Negotiations Study Committee.

A three member committee, including the Minister for Personnel as Chairman, the President of the Civil Service Association, and the Public Service Commissioner has held a number of meetings to consider current procedures and review the statutes governing other public service jurisdictions. In addition, the Committee received for consideration a presentation from representatives of various Crown boards and agencies.

The original terms of reference have been expanded to include an Association request for consideration of a division of the bargaining unit into occupational groups. This request represents one of the many recommendations provided by a consultant retained by the Association to undertake a study of their organization, operational procedures and quality of service. Presumably the Executive of the Association will be giving close consideration to the consultant's report which may have considerable effect upon the manner in which the Association is organized, their approach to bargaining, the ratification of agreements and their staffing pattern.

While the Study Committee has not yet concluded its review, it is apparent that the current framework for negotiations no longer meets with the Association's acceptance. Accordingly, it may well be necessary to re-consider the policies upon which our current system is based.

The basic question is whether the traditional sovereign rights of the Crown with respect to the expenditure of the public money, can be reconciled with increasing demands from organized public service employees for rights similar to those given employees in the private sector. Further questions concerning the size and number of bargaining units, exclusion of management personnel, ratification of agreements and relationship of provincial boards to the public service are of equal importance to the Government and the Civil Service Association.

The long history of co-operation between the Government and the Civil Service Association encourages the view that a solution can be found which will meet the desired objective of meaningful negotiations while allowing both parties to meet their obligations.

FULL COLLECTIVE AGREEMENT

During 1968 changes in conditions of employment continued to be made by amendments to the Regulations Governing Personnel Management. Those amendments which concerned negotiable items were prepared in consultation with the Association through the medium of the Joint Council. Formal negotiations towards a full collective agreement have not yet been concluded. Such negotiations will probably await completion of the study of the Association's internal organization and negotiating procedures.

While the need for a complete collective agreement may not have first priority, the ability of an employee to obtain redress for a grievance has come under considerable review. In their request to negotiate an agreement to replace that which expired December 31st, 1968, the Association have asked for a formal grievance procedure with attendant time limits. This request must be given serious consideration notwithstanding the difficulties caused by the present all-embracing nature of the bargaining unit.

GROUP LIFE INSURANCE PLAN

The 1967/68 agreement provided for the development of, and financial participation by the Government in, a group life insurance plan to be implemented no later than September 1st, 1969. A Group Life Insurance Committee was formed and a plan, developed with consulting assistance from the firm of Armstrong and Taylor Ltd. and underwritten by the Great West Life Assurance Company, was put into effect on September 1st.

This plan provides for benefits as follows:

Class of Employee	Amount of Insurance
Female employees supporting dependents and all male employees earning annually less than \$4,000 \$4,000 - \$6,000 \$6,000 - \$9,000 \$9,000 or over	\$ 6,000 \$10,000 \$15,000 \$20,000
Other female employees	\$ 3,000

The Government contributes \$0.80 of the premium of each employee who elects to join. The enrollment in the first four months of operation was 11,500, a figure which indicates a considerable degree of acceptance by employees.

WAGE EMPLOYMENT

A complete review of the conditions of employment of wage service personnel resulted in a re-draft and consolidation of wage service regulations in which wage employment was divided into three distinct categories, namely:

- GROUP A employees who are paid at the union hourly wage rate and whose terms of employment closely parallel the pertinent union agreement.
- GROUP B employees hired for the purpose of a project or in positions which do not require him to be employed on a full time, year round basis.
- GROUP C employees that have been required to be employed on a full time basis for twenty-four consecutive months.

The regulations set out the varying conditions of employment prevailing within the three categories including in the case of Group C conditions which very nearly approximate the permanent salary service. This approach found considerable acceptance from wage employees, the Civil Service Association and participating departments.

PAY RESEARCH

The report for the year 1967 made reference to the development of an interim wage and salary survey. We are pleased to report that this project has proven very successful and it's scope has been extended. Both industry as the survey user and the Alberta Bureau of Statistics as co-ordinator have found the project a convenient vehicle for the re-examination of the wage data needs of industry. The Alberta Personnel Association are enthusiastic about the resulting arrangements, consequently they have spearheaded a movement to make the Alberta Survey the model for surveys throughout the Western Provinces. Personnel Administration Office staff have, therefore, attended meetings with federal and provincial government officials in order to facilitate satisfactory joint arrangement.

The Prairie Economic Council, in a 1968 meeting, recommended that the Governments of the three Prairie Provinces attempt to arrive at uniform salary increases for their public servants. Subsequent meetings of the Public Service Commissioners recommended that such a move was not practicable. The meetings, however, did result in closer liaison among the three provinces with respect to the exchange of wage and salary data. Although, we have for several years travelled to other provinces to gather accurate salary data, this year through meetings with our colleagues in the other provinces, we were able to formalize criteria and procedures for salary exchange and develop a list of key classes for pay comparison purposes. This event constitutes the achievement of an objective set out in our 1967 report in which we stressed the need for greater interaction with other jurisdictions.

The 1967 report also mentioned the need to develop better communication with the Federal Pay Research Bureau. The purpose of this liaison is to exert greater influence in the timing and content of specific studies and to reduce the time lag between data collection and receipt of resulting information. In this regard the Pay Research Bureau has been most co-operative and we are pleased to report that pay survey schedules are currently being modified and work is proceeding on the development of an immediate data retrieval system. Other promising developments include the establishment of a permanent organization to govern the continuing exchange of pay and classification information. This body will provide uniformity in the methodology governing pay surveys and the production and distribution of reports.

CLASSIFICATION

One of the more gratifying developments of 1968 was the increased participation by Department Personnel Officers in classification resurveys. In addition to the immediate advantages, this development will be beneficial in the future selective decentralization of classification.

During the year we were afforded the opportunity to review and evaluate new systems of job evaluation currently being introduced into the Federal Public Service. In this regard, we would like to acknowledge the assistance and co-operation extended to this office by the Bureau of Classification Revision of the Government of Canada. We feel that much of their work has application in providing solutions to some of the problems we encounter.

The Classification Appeal Board was reconstituted in 1968 upon retirement of the former Chairman. The procedure by which appellants present their case was also revised. It is hoped that these changes will provide both department management and employees with more adequate resource in the event that they wish to dispute the classification of a particular position.

During 1968, the first steps were taken toward the eventual segregation of the classification plan according to occupational groups. It has become evident over the past few years that the conditions of service which characterize various occupational groups are growing more divergent. Consequently, we are developing homogeneous groupings to properly recognize the elements which are peculiar to each category. This development may also be useful in future determination of negotiating processes.

The following tabulation is a summary of position transactions processed during the year.

CREATIONS	No. of permanent positions created No. of temporary positions created Total positions created	1203 288	1491
ABOLISHMENTS	No. of positions abolished		463
REVIEWS	No. of positions re-classified No. of positions unchanged Total positions reviewed	531 250	781
RESURVEYS	No. of positions re-allocated No. of positions unchanged Total positions resurveyed	53 244	297
APPEALS	Appeals granted Appeals refused Total appeals received	3 21	24
CLASSIFICATION	PLAN CHANGES No. of classes created No. of classes abolished	40 33	

There were approximately 400 less position creations, abolishments and reviews during 1968 than in the previous year. Though the statistics also show there were far fewer positions resurveyed in 1968, it should be noted that several major resurveys were just entering the final stages at the year's end and the number of positions in these resurveys will be reflected in the 1968 report.

RECRUITMENT

As suggested in the 1967 report, a major emphasis in the Recruitment Division during 1968 has been on the development of necessary programs and the extension of existing ones. Program maintenance alone in the area of staff appointments and replacements increased by about fourteen percent over the previous year's total of 3,824. This, together with the fact that considerable effort needed to be expended in the training of new personnel for the office, resulted in our time and resources being taxed somewhat more heavily than would have been desireable. As a result, some of the program development work such as exit interviewing, extension of bursary programs, and re-examination and measurement of program effectiveness, did not receive the full measure of attention we had planned. We were, however, able to send two officers to an interview workshop in Minneapolis. This represented the first of a series of training seminars and research activities conducted by the Industrial Relations Centre, University of Minnesota, to investigate the utility and effectiveness of the selection interview.

On the positive side, 1968 was not characterized by the extreme shortage of qualified persons that had been evident previously. This is not to suggest that the existing situation represents an "employer's market" since there are specific areas where staffing problems exist and it is unlikely that there will be any significant changes in the near future. Particular areas where difficulties have been pronounced include a number of professional categories which involve specialized skills or functions. Such areas include, heating and ventilating engineers, soils engineers, hydrology engineers, agricultural economists, systems analysts, museum personnel, personnel administration officers, social workers, psychiatric and general nurses and staff for the Department of Youth. Continuing shortages have also been experienced in a number of semi-professional and non-professional areas such as therapists, gaol personnel, senior cooks, and technicians in specialized areas.

Some of the difficulties stem from the fact that the growth of new programs, and the changing emphasis in others, require staff with particular skills not readily available from the general labor market. Other factors which affect the success of recruitment activities are: the scope for advancement within the organizational structure; ability to pay for specialized skills required; geographic location of the positions; and the nature of

the work involved. This situation illustrates the desireability of manpower planning and manpower utilization programs, reidentification of existing skills, and continued emphasis on the development of skills in required areas. Programs of this nature, integrated with the Recruitment and Selection function, will undoubtedly be of marked benefit in the years ahead.

HIGH SCHOOL RECRUITING

Our high school recruitment campaign was continued in 1968 and, through interviews conducted at six schools, seventy students were appointed to staff as either typists, stenographers, clerks or keypunch trainees. A similar program was conducted at the Alberta Agricultural and Vocational Colleges in Olds, Fairview and Vermilion. A further development in our relationships with the high schools involved the development of plans for a Student Work Experience Program proposed for the spring of 1969. This program will see some thirty business education students from various schools spending one-half day at school and the other half of the day at work in one of our departments. The work experience gained by the students will be credited towards their diploma in lieu of some of the laboratory periods required during the final year of the Business Education program. Such a program has a number of advantages including; its use as a recruitment tool, providing students with actual office experience as a supplement to theoretical courses, assisting high volume work areas in the service during periods of difficult recruitment and stimulating interest among students in public service employment. The promotion of public service careers among high school students, counsellors and parents received considerable attention during the year, through our participation as an employer in a major career fair held at the Sportex building in Edmonton. A display staffed by personnel from this office and various Government departments provided students with direct access to information, literature and individual explanations on areas relating to their vocational interests.

No.	of schools visited	6
No.	of students interviewed	125
No.	certified	108
No.	of appointments	70

UNIVERSITY RECRUITING

Graduates, who have been heavily in demand for a decade, are now finding the situation no longer to be a predominantly "student market". In 1968, campus recruiting indicated a trend toward fewer employers hiring a smaller number of people for junior professional positions. As a result,

commencing salaries have not displayed the marked increases that were typical of previous years. Indications are that this trend will continue, and the 1969 graduating class, a record 88,000 strong in Canada, is sensing that jobs may be more difficult to find. This situation is accompanied by noticeable changes in the kind of graduate employers are seeking. The demand is continuing to grow for graduates in computing science, commerce, business administration and other specialized professional fields, but it is expected that some difficulties will be faced by students graduating in general arts and the social sciences.

No.	of universities visited	8
	of students interviewed	740
No.	offered employment	89
No.	of appointments	47

BREAKDOWN OF APPOINTMENTS TO THE PUBLIC SERVICE

1968

	External Appointees	Internal Appointees (Promotions & Transfers)
OPEN COMPETITIONS	1115	1558
EXEMPTION FROM COMPETITION	227	
IN-SERVICE PROMOTION WITHOUT COMPETITION		206
DEPARTMENTAL COMPETITION		112
UNIVERSITY RECRUITMENT PROGRAM	47	
HIGH SCHOOL RECRUITMENT PROGRAM	70	
APPOINTMENTS THROUGH ELIGIBLE LIST	951	108
TOTAL	2410	1984

BREAKDOWN OF APPOINTMENTS BY DEPARTMENT

1968

Department	*No. of Employees	Exemptions	In-Service Promotions	Departmental Competitions	Open Competition
AGRICULTURE	973	48	28	8	153
ATTORNEY GENERAL	1867	18	37	20	224
EDUCATION	1761	57	31	11	281
EXECUTIVE COUNCIL	163	0	2	0	45
HIGHWAYS	1470	13	24	1	186
INDUSTRY & TOURISM	155	0	3	0	41
LABOUR	366	9	5	6	58
LANDS & FORESTS	1090	11	1	36	181
LEGISLATION	305	13	13	1	101
MINES & MINERALS	238	0	7	5	61
MUNICIPAL AFFAIRS	448	6	2	5	60
PROVINCIAL SECRETARY	239	6	5	0	46
HEALTH	4339	6	. 7	1	163
PUBLIC WELFARE	1060	30	24	14	339
PUBLIC WORKS	2062	1	8	4	89
TREASURY	157	2	1	0	16
YOUTH	97	1	1	0	71
STATUTORY		6	7	0	94
ALL DEPTSCALGARY	0	0	0	0	464
TOTALS	16,790	227	206	112	673

^{*}As of December 31st, 1968

PERSONNEL INFORMATION SYSTEM

The advent of formal collective bargaining and the decision to decentralize the personnel program have led to a re-examination of the existing data processing applications and a review of our statistical needs and future requirements. In this regard two separate committees were formed with representation from the Personnel Administration Office, Provincial Auditor's Office and department personnel officers.

The first committee was responsible for a detailed analysis of our present personnel forms with a view towards designing a more "multipurpose" document. The results of this committee's work led to the drafting of a new form called the "Employee Status Record", which it is believed will lead to the elimination of a variety of documents now being used, and of considerable routine clerical work at the department level.

The second committee was responsible for developing and co-ordinating both the statistical and information requirements of this office and departments. Currently, statistical reports are generated from the information used by the Provincial Auditor to issue the monthly payroll. It was found that by a relatively minor expansion of the information carried on magnetic tape that most of the statistical requirements could be met.

The generation of suitable management control reports is essential to the success of a decentralization program. While departments may be given authority to proceed with certain areas of personnel decision making it is essential that there be some means of evaluating the quality of these decisions. The computer provides this means and will enable this office to identify inequalities in the application of personnel policies before they become serious, while eliminating the delays inherent in a system which requires that we affirm each individual decision.

This office has appreciated the considerable co-operation extended to us by the Provincial Auditor and his Data Processing Branch. Our needs, however, have often arisen at short notice and thus have interfered with the planning and scheduling of activities in this Branch. To meet this situation we recruited during 1968 a systems analyst in the expectation that this will level the peaks in our demands upon the Data Processing Centre while maintaining the close liaison between this office and that of the Provincial Auditor which is essential.

TECHNICAL BURSARY PROGRAM

The program of bursary assistance for students attending the Institutes of Technology at Calgary and Edmonton has continued in 1968. As described in the 1967 report this program was set up primarily to combat shortages of technologists in certain areas of the public service.

Thirty-four students graduated this past spring in various fields of technology such as civil, drafting, architecture, land survey and refrigeration and air conditioning. While it is somewhat early to indicate what the longer range effectiveness of the program might be, it is interesting to note that while slightly in excess of \$160,000.00 has been spent on this program since 1966, only three percent of that total could be considered as reflecting a financial loss. This amount is due to students who failed to complete their course work, or, for a variety of reasons decided to opt out of the program. Our over-all retention was nearly sixteen percent better than that experienced by either of the Institutes in the programs in which our students were registered, and the three percent figure quoted above is considerably less than the "not more than 10% less rate" we set as an objective when Executive Council granted approval for the program. The program was enthusiastically received not only by the students but also by school principals, teachers and parents, thus generating a considerable amount of favourable publicity for public service employment. Consideration might well be given to extending the program to include such areas as forestry, social welfare, medical record librarianship and programs for occupational and recreational therapy.

EXECUTIVE AND SUPERVISORY TRAINING

Training in supervisory techniques was continued during 1968, this program is designed to enable the supervisor to do a more effective job of building and developing the work team, and reviews the techniques of working through people.

The program was conducted nine times in Edmonton and once in Calgary and involved 136 participants. In addition, the program was presented to 29 Alberta Liquor Control Board store managers in both Edmonton and Calgary. The aforementioned sessions were conducted during the first six months of the year, after which the program was temporarily shelved to make way for a concentrated presentation of the Alcoholism Program.

Two one-week residential courses were provided for upper and middle management personnel of the Department of Lands and Forests. This executive development program is designed to equip senior administrators with advanced management skills. The program was developed and organized by this office and utilized both our own personnel and outside specialists. The courses were widely accepted and appear to have been effective.

Twenty-nine persons, including the Minister and the Deputy Minister participated in the first program which was held from May 13 to 17 inclusive at the Department's Forestry School in Hinton. The second program was presented to 31 employees at the Banff School of Advanced Management from September 24 to 28.

ALCOHOLISM PROGRAM

In January 1968 the Government introduced a policy on alcoholism which recognized it as an illness which can respond to therapy and treatment. The policy stipulates the obligation of the alcoholic employee to seek treatment through the Division of Alcoholism. In order to advise supervisors of their role in treating with an alcoholic employee a training program was developed to inform the supervisor as to the nature of alcoholism and the behavioural characteristics of the alcoholic.

The program is divided into three parts. Part B sessions usually follow the corresponding Part A sessions by about four weeks. Part C sessions follow the corresponding Part B sessions by six months. In 1968 35 Part A sessions were conducted, involving 361 participants. 27 corresponding Part B sessions were conducted and 257 of the Part A participants returned for these sessions.

INDUCTION PROGRAM

An induction program for new government employees was developed and initiated in November, 1968. The program was designed to meet a variety of objectives, the most important of which are: to develop a favourable attitude to the government as a work place; to demonstrate the importance of each new employee by displaying a genuine interest to him; to help reduce staff turnover; to provide the knowledge and information needed to function in the new work environment.

The Personnel Administration Office in conjunction with the department personnel officers and supervisors have shared responsibilities for the administration of the program. The Departmental Personnel Officers and supervisors, using a checklist, discuss with the new employee in some detail information on personnel rules and regulations, fringe benefits, work rules, hours of work, etc. The Personnel Administration Office staff conduct an orientation class for new employees to introduce them to government history and organization and rules and procedures of personnel administration which will affect them. To date 130 new employees have attended the classes.

OUTSIDE COURSES

The program of course subsidization, whereby employees are given financial assistance for completion of courses which are useful to their work, was continued through the year. Eight departments reported assistance to a total of 180 employees during 1968. Of these 66 were carry-overs from the previous year, 78 were subsidized for courses all of which were completed during the calendar year and 36 were subsidized during 1968 and will also be subsidized during 1969.

The government continued to support the Public Administration Certificate Program conducted by the University of Alberta, Department of Extension. Twenty government employees were each enrolled in two courses in 1968. Of the personnel registering in September of 1968, 5 will be eligible to graduate in May of 1969.

The education leave program also was continued through the year and was utilized by eight departments as follows:

Department	Number of Employees Granted Leave	Total Man-Weeks Granted	Average Number of Weeks Per Employee
AGRICULTURE ATTORNEY GENERAL EDUCATION EXECUTIVE COUNCIL HEALTH LANDS AND FORESTS PUBLIC WELFARE PUBLIC WORKS YOUTH	14 2 10 1 2 4 6 1	381 70 459 50 78 135 234 8	27 35 46 50 39 34 39 8 52
	41	1467	

CORRECTIONS SURVEY

A study of training needs was performed for the Department of the Attorney General in the Corrections and Probation areas of that Department. A summary report was made to the Department to assist them in making commitments for the 1969 fiscal year. A more complete report is pending. The Personnel Administration Office will function in an advisory capacity to the Department in the development of their training program.

DEERHOME STUDY

An extensive manpower utilization and plant function study was carried out at the Deerhome Institution in Red Deer. A report of findings and recommendations were made to the Department of Health. One of the results of this study will be the requirement for several training programs to be presented at Deerhome by this office.



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